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ABSTRACT

The American Vocational Education (AVA) Task Force on Career Education met to formulate a recommended position for AVA on career education. Papers were presented, and six study groups made recommendations regarding the position that AVA should take on concepts and issues. Study group recommendations covered leadership, financing, the role of vocational education, and the role of AVA in communications. Presentations included in this report are: (1) "AVA Position - A Time for Implementation," by Rupert Evans, (2) "Concepts in Career Education," by Gordon Swanson, and (3) "What Are the Issues in Career Education and How Shall They Be Resolved Through AVA?" by Kenneth Hoyt, Carl Lamar, and Garth Mangum. (BH)

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Report of AVA Task Force On Career Education

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Report of
AVA Task Force
On
Career Education

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Foreword

The day prior to the opening of the 65th Annual American Vocational Association Convention (December 3-8, 1971), the AVA convened a task force to develop a preliminary draft of AVA's concept of career education and to suggest the course for leadership in this movement. Each of the 10 vice presidents of AVA were asked to nominate 8 AVA members to represent their divisions, and the National Association of State Directors of Vocational Education and the National Council of Local Administrators were requested to nominate 10 members to represent each of these associated organizations. In addition, the Conference of Officers of Affiliated State and Territorial Associations was asked to participate by sending its officers. This select group of approximately 100, working in the interest of all education and representing the membership of AVA, objectively and enthusiastically carried out this assignment.

The results of the task force deliberations were summarized and refined by a small subcommittee of the task force. These were presented to the First General Session at the AVA Convention in Portland, Oregon, and subsequently to each division and departmental meeting held during the convention. This process of involving the membership of AVA has resulted in the statement included in this report and represents the combined thinking of many people who are interested in the welfare of our nation as well as the role of vocational education in the educational process.

The following report is presented with the hope that it will enhance the further development of the concepts of career education and aid all educators as they seek to understand their role in it.

Lowell A. Burkett

Lowell A. Burkett, Executive Director
American Vocational Association

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Task Force Report

The AVA Task Force on Career Education was composed of 100 national vocational education leaders, representing selected groups and organizations affiliated with AVA. The Task Force met on December 2, 1971, for the purpose of formulating a recommended position for AVA on career education. To facilitate the work of the six Task Force study groups, papers were presented and the study groups made recommendations regarding the position that AVA should take on career education concepts and issues. Recommendations from the Task Force study groups were synthesized and this report on career education prepared.

This document is intended to serve as a basis upon which the AVA membership can formulate recommendations regarding the AVA position on career education. Hopefully, the dialogue stimulated by this document will lead to an AVA program of action to implement career education.

A Concept of Career Education

Career education is needed by and intended for all people. It is a people-oriented concept which is responsive to public demand for both relevance and accountability. It is a lifelong process which extends from early childhood through adulthood. Career education is based upon the premise that all honest work and purposeful study is respectable. All types of occupations and all levels of occupational endeavor are contained within its parameters.

Career education provides for the focus of the educational system upon career development, thereby expanding options for individuals and helping them achieve self-determined objectives. Career education will require significant changes in the total educational program. These changes will occur only through the cooperation of all educators, helped by parents and community leaders.

Career education provides a unifying core for the total educational enterprise, with intensive occupational preparation as a significant aspect. It will evolve, over a period of time, through deliberate research, program development, and diffusion, assisted by experience gained through operational trial and error.

To be effective, career education must be comprehensive,

dynamic, programmatic, and integrative. It is comprehensive in the sense that it is broadly based; dynamic with respect to its capacity to change; programmatic because it is purposeful, planned, and experience-centered; and, integrative because it draws together many aspects of the total educational program. Principal responsibility for its operation belongs to the public education system in partnership with industry, community, and home. It will be necessary to utilize the common and unique contributions of all educators and the resources of home, school, and community.

Career education accommodates individual differences through a continuous experience-centered and evaluative process which facilitates development of awareness, orientation, exploration, decision-making, and preparation. It results in placement and recycling of individuals on a lattice of open-career options. Career education has the capacity to permit performance-based exit from and unpenalized reentry into the educational system by any individual. It provides for the unique and common needs of all groups and individuals.

Career education has responsibility for helping individuals develop:

- Favorable attitudes toward the personal, psychological, social, and economic significance of work
- Appreciation for the worth of all types and levels of work
- Skill in decision-making for choosing career options and changing career directions
- Capability of making considered choices of career goals, based upon development of self in relation to the range of career options
- Capability of charting a course for realization of self-established career goals in keeping with individual desires, needs, and opportunities
- Knowledge, skill, and attitudes necessary for entry and success in a career.

Further, career education should place all participants on the next educational or occupational step and assure that all school-leavers are prepared for work.

Major Issues and Suggested American Vocational Association Positions

1. ISSUE: Leadership of Career Education

The relationship of career education to all of education can clearly be identified in the aforementioned concepts. There is an issue concerning the agencies and professional associa-

tions that can and should give the leadership to development and management of career education.

Suggested AVA Position: Career education clearly is concerned with career choice and preparation for employment; therefore, the agencies and associations providing direction to vocational education should give leadership to career education.

Administrative responsibility for career education at the national level rests with the U.S. Office of Education in an expanded and improved Bureau of Adult, Vocational, and Technical Education.

AVA should assume the leadership role and act as a catalyst by sponsoring a national forum, with broad representation from major educational and other related groups, in order to develop guidelines, establish legislative goals, and define the role of various programs in relationship to career education.

2. ISSUE: Financing of Career Education

New developments in education cannot be initiated without considering the additional costs of both development and implementation at the national, state, and local levels. Provision for such additional costs may come from new funds, or reallocation of existing funds. Career education will be effective to the extent that funding provides for broad vocational education programs throughout the entire life span of its clientele. At this time, the Vocational Education Amendments of 1968 provides only enough funding to pilot new developments; additional funding will be required to facilitate the changes necessary.

Suggested AVA Position: AVA should take the leadership in identifying and promoting legislation which will authorize categorical funding for all segments of career education, including vocational education. First, full funding of the Vocational Education Amendments of 1968 should be a continued goal of AVA. Additional legislation should be encouraged in order to achieve the funding levels necessary for further expansion of vocational education and the total career education program.

3. ISSUE: The Role of Vocational Education in Career Education

The placement and importance of vocational education in the total context of career education are of concern to many vocational educators. Will there continue to be visibility of present and emerging programs of vocational education which concentrate on intensive occupational preparation?

Suggested AVA Position: AVA should reaffirm a commit-

ment to a broad definition of vocational education and should support the retention of vocational education as a significant and identifiable component of career education.

4. ISSUE: The Role of AVA in Communications

Career education is a new concept to the lay public as well as to many educators, and this includes members of AVA along with nonmembers. Should AVA assume the responsibility for communication and if so, how could this be done?

Suggested AVA Position: AVA should and must assume this responsibility. Suggested ways include:

1. Conducting institutes, for AVA members, that would provide reports about current programs of career education and develop national, state, and local leadership
2. Focusing on career education at future AVA meetings —in general sessions, in divisional meetings and departmental meetings
3. Preparing publications on career education for vocational educators, school administrators, and the lay public and providing for the distribution
4. Collecting and interpreting data in order to develop and promote career education legislation
5. Promoting a White House Conference on Career Education
6. Providing visibility within the AVA organizational structure for emerging aspects of career education.

Concluding Statement

The AVA Task Force on Career Education has provided a concept of career education, stated four major issues, and suggested an AVA position which has clearly indicated necessary action.

Other issues and many questions are also identified. In the interest of brevity, these issues and questions are not stated, but they must be considered in future AVA action.

AVA Position — A Time for Implementation

Rupert Evans

My job is to tell you some ways in which AVA and its membership have been and ought to be active in career education. I'll do my job and maybe a bit more, but I won't tell you what career education is. If Commissioner Marland can use the term without definition, so can I. We won't keep you waiting for a definition as long as he has. Others on the program have excellent definitions. And they even agree, for the most part.

Several histories of vocational education make it clear that some vocational educators supported career education more than 100 years ago. But my job is not easy—if every vocational educator had supported all of career education, we would not need this Task Force on Career Education.

The truth of the matter is that: *some* vocational educators have believed in *all* elements of career education for many years; *most* vocational educators have believed in *some* parts of career education for many years.

What are the parts in which most of us have believed for many years? (The following concepts have been borrowed largely from the Olympus Research Career Education Film and from Dr. Ken Hoyt.)

1. Career education must not stop with the end of formal school but must continue throughout a person's working life, and students should be able to leave school and return to school with little or no penalty.

2. Career education helps students see the relevance of other types of learning.

3. Career education includes preparation for useful, productive activities, paid or volunteer, as employer or employee, in public or private enterprise, in every type of work place, and recognizes that home, family, community, and occupational society affect each other enormously.

4. Career education includes skills, knowledges, and attitudes necessary for success in a vocation. If a student lacks one of these, career education will provide it or see that it is provided.

5. Career education recognizes that individualized instruction is necessary and that hands-on learning is as

respectable as learning abstract ideas from reading and from lectures.

But there are some things about career education which most vocational educators have not seen as part of vocational education.

1. Career education includes baccalaureate and graduate school professional education. Most of us have thought there was *basically* something different about engineering-technician training and engineering training.

2. Career education begins at kindergarten or even in early childhood education. Some of us have thought it started at the 9th grade; others at the 11th or 12th grade; and, some of us think it should not start before the 13th grade.

Now we get to some *touchy* ones.

3. It is a basic concept of career education that *every* school-leaver, whether dropout or graduate, should ha e a saleable skill. This saleable skill should be in demand, e important to society, and fulfilling to the individual. *Most* of us can accept *most* of this, but many of us don't really want to accept responsibility for some students. If we don't have room for all who apply, we accept those who are easiest to work with; the ones who need us least.

4. Another basic career education concept is that every student (youth and adult) should have the maximum number of options open. At first glance, most of us accept this idea wholeheartedly, but in practice we violate it every day. We encourage students to have options but only within our special group of subjects; if the business student wants to transfer to electronics, he finds all sorts of roadblocks set up by us; if the electronics student wants to try his hand at obtaining saleable skills in some other field, he doesn't have the right prerequisites.

If a student wants to join one of our youth groups, we set up all sorts of exclusions based on age, or curriculum, or year in school, or sometimes we have even excluded him on the basis of race, or sex. Is *this* the way to increase *options?*

What does all this have to say to our Task Force?

1. In 1966, the AVA House of Delegates passed a farsighted resolution supporting "occupational education." This had all of the important ingredients of what later came to be called "career education." This resolution was reprinted in the AVA JOURNAL in November 1971 and it is a big factor in our being here today.

The AVA Occupational Education Resolution has the greatest potential since the Prosser Resolution, which came

20 years too soon. The operative words were, "Be it resolved that the AVA join with those responsible for elementary, secondary, and postsecondary schools in developing programs of occupational education." I repeat—"AVA join with."

This phrase makes us ask *who* is AVA? Lowell Burkett? Mary Allen? The AVA Executive Committee? Yes, in part, but they can't do much in addition to their current jobs.

Certain AVA members are doing yeoman service in making career education a reality rather than a promotional scheme which does nothing for people. But individual AVA members, working as individuals, are *not* the AVA.

2. The resolution says: "Resolved that the AVA join with . . ." The plain truth is that AVA is not structured in a way that *permits* it to play an important role in expanding career education in the elementary school. Industrial Arts comes close, but its elementary school programs are hung up on technology or tend to look at a small and decreasingly important part of the labor force. Vocational Guidance could play a major role, but it hasn't been particularly interested in curriculum development or teacher education. Above all, there has been no way for the members of *all* divisions to get involved, and to contribute the expertise they have.

Even if we had a division of AVA concerned with early-childhood and elementary school career education, and another concerned with pre-professional and professional careers, our present roles would make it difficult for members of other divisions to participate, and it is the divisions that control AVA.

3. The plain facts of the matter are that AVA, in spite of its name, is not designed for vocational educators. In spite of improvements in its structure during the past few years, it is still a loose confederation of specialist groups which join together primarily to hire a headquarters staff and to hold *some* of their conventions at the same time and place. With the exception of the state and local directors, virtually no vocational educators exist, and there are even fewer "career educators."

Is *this AVA*, the group that is going to "join" with, in order to develop career education, those responsible for elementary, secondary and postsecondary schools?

4. But let's assume we have our own organizational problems solved. Who are these people with whom we are going to join? The NEA, the AF of T, AASA, National School Board Association, Chief State School Officers? Or whom?

And how *tightly* are we going to join? Exchange ambassadors? Draw up treaties? Form joint task forces? Join in the same organization?

My last few comments may sound as if I am discouraged, but I am not. There are some problems which need to be solved, and I believe you can solve them.

I hope you agree with me that:

1. AVA and individual AVA members long have been concerned with many of the elements of career education. *Every* AVA member has a potential contribution to make to career education.

2. Vocational education is a major part but not all of career education.

3. We are at a point where we *have* to decide to implement the 1966 AVA resolution, or to leave to others the major role in new developments in career education.

4. If we decide to implement the 1966 resolution, and I hope we will, some changes need to be made in vocational education *and* in AVA itself. One change which might be considered would be to redefine vocational education to include *all* occupationally oriented education programs beginning with early childhood and continuing throughout life.

5. You are the best people to guide us in the changes which need to be made.

Getting career education off the ground is a big job. Too big a job for just another committee; too important to postpone. The time for implementation of the AVA resolution is *now*. The very *future* of AVA and of vocational education is in our hands.

Concepts in Career Education

Gordon I. Swanson

(Dr. Swanson spoke from an outline. The complete text of his speech is not available.)

I. Why the AVA is (or should be) concerned with career education

A. A concern for the individual, and groups, in the world of work—a professional concern

B. A concern for public policy prototypes relating to vocational and career training—a professional concern

C. A concern for an accelerating pace toward an accrediting, certificating, and franchising society—a professional concern.

II. Observations related to the concepts in career education

A. Career education is not a model, a program, nor a single concept. It is an evolving, and still incomplete, *schema*. It consists of:

1. A philosophical orientation
2. An approach to implementation.

B. As a philosophical orientation or construct, career education is not new. It is an extension of the work of a number of well-known educational leaders including:

1. David Snedden—an educational administrator and a visionary; believed in integrating occupational education into the general curriculum; offered an administrative view
2. Charles Prosser—a lawyer and a pragmatic reactionary; an advocate of social efficiency; introduced concept of "useful employment;" an administrative orientation
3. John Dewey—a philosopher and a revolutionary reconstructionist; a believer in democratizing education; opposed to all forms of dualism (including Smith-Hughes); a non-administrative view.

All the above believed in vocational education as a means of liberalizing education. They had surface similarities, and deep differences. These differences still prevail in career education. How shall it be financed and administered?

C. Nor are the various approaches to implementation new:

—every aspect or level of career education has been attempted somewhere as an exemplary exercise

—but it has not been put together as a sequential system anywhere; it is a schema yet to be developed, assembled and tested

—as a legislated program it exists in Sweden (legislated in 1967) and in the USSR (legislated in 1969).

D. Career education is for *all* students

—a reiteration of the AVA resolution of 1966

—a reemphasis of the National Advisory Council Reports Numbers 1 and 3

—a commitment to *inclusion* and to an absence of *exclusion.*

E. Career education has implementation features that are *lifelong*—kindergarten through adult education

—introduced are the concepts of:

a. levels

b. intensity

c. decision-making.

F. Career education represents an educational commitment to the full employment ideal. It embraces the values of a work-oriented society and introduces them into the curriculum at *all* levels. For the first time, an educational emphasis may accept the implications of the Employment Act of 1946.

G. Career education embraces *all* occupations

—career cluster arrangements are means, not ends

—career clusters are stepping stones which lead from generality to specificity, they may be compromises.

H. Career education should prepare individuals for the *full* range of remuneration in employment. If K-12 career education prepares only for the least remunerative jobs, then the consequences of career education will be disastrous—it will impose a new form of educational elitism and substitute a new style of institutional tyranny.

I. Career education is the responsibility of the school

—it is the only place where individuals can discover self in relation to world of work

—it is the only institution to provide the multiple delivery systems needed for career education, i.e. in-

struction, guidance, placement, community interaction

—it can implement the concept of decision-making

—it has interchangeable parts needed for statewide emphasis

—it cannot accept the obligations of career without expanding program, particularly in training for job entry skills and in adult education

—all models rely on a school model.

J. Career education is a dynamic schema

—its absence of static qualities leaves it available to innovation, exemplary activities, research, and development.

III. Some conclusions

A. Career education is a very complex arrangement of concepts

B. It is not very amenable to definition

C. It will take a long time to implement—maybe the entire decade or longer

D. The courage and determination of Commissioner Marland and his staff associates have been remarkable

E. Both the National Centers (Ohio and N.C.) are demonstrating their indispensability to the field

F. Career education will be costly—but if successful, a good bargain.

What Are the Issues in Career Education and How Shall They Be Resolved Through AVA?

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Kenneth B. Hoyt

Introduction

No issue exists regarding whether or not career education will become an important part of American education. It already is. Similarly, no real issue now exists regarding the basic concepts involved in career education. General agreement has already been reached on points such as the following: (a) career education represents only a part of American education; (b) vocational education represents only a part of career education; (c) career education exists for the benefit of *all* students and is not restricted to vocational education students; (d) career education represents a process that begins in the pre-kindergarten years and continues through all of adult education; (e) career education involves efforts of the total school and the total community; and (f) the basic nature of career education revolves around efforts to make work meaningful, possible, and satisfying for all individuals. These remarks are predicated on assumption of such basic concepts.

Given this simple conceptual framework for career education, the basic issues facing the American Vocational Association center, it seems to me, around the formal stance and strategy AVA should now adopt to help implement career education as a vital and continuing part of the American educational system. There are five basic issues that I would like to identify.

ISSUE I: Basic Curricular, Organizational, and Structural Changes in Education

First, AVA must face up to the question of how deeply it wants and intends to become involved in changes in American education prerequisites for the successful implementation of career education as part of the total educational system. I am speaking here of changes that have implications far beyond those involved in career education. Such changes hold potential for positive progress in a variety of educational goals involving such diverse objectives as the acquisition of basic educational skills, education for wise use of leisure time, citizenship education, home and family education, and consumer education as well as for the objectives of career education per se. AVA could, of course, ignore posi-

tive suggestions for change and simply join those who are declared foes of general education. This would, in my opinion, be most unwise. I believe we must face this issue of basic changes needed in American education.

A few examples of the kinds of basic educational changes I have in mind may help illustrate both the nature and the seriousness of this issue. One such change lies in the need to substitute educational performance for length of time as a criterion for educational accomplishment. Until this change is made, the old Carnegie unit concept of measuring educational accomplishment will prevent many students—especially those in the college preparatory curriculum—from having a real opportunity to choose vocational education, to participate in work experience and/or work-study programs, or to otherwise explore in an adequate fashion their vocational interests and discover their vocational aptitudes.

A second example lies in the necessity for creation of a true open entry - open exit system for all of American education. American education desperately needs to be changed so that education as preparation for work can be meaningfully combined with work itself. To do this demands a system that views education as a continuing, life-long process and thus makes the term "school dropout" have little, if any, operational significance.

A third example lies in the need to make American educational institutions a 12 month operation open somewhere near 6 days a week, 18 hours a day, and available to both youth and adults in the educational community.

A fourth example is found in the need to devise and implement ways of granting educational credit leading towards certificates, diplomas, and even degrees for educational benefits obtained from learning that takes place outside the four walls of an educational institution.

Finally, a fifth example is seen in the need to adopt a broader view regarding qualifications of those certified to teach in our educational institutions—a view that recognizes both the "school of hard knocks" and the "school of hard work" along with the "school of hard books" as part of our total educational system. Such recognition would immediately qualify many currently excluded for instructional positions in our formal educational systems and would, additionally, make clear other educational requirements for those now in the traditional educational "establishment." This would, of course, place most educational personnel on a 12 month employment basis rather than the traditional 9 month system that currently exists.

Each of these kinds of educational changes will be necessary if career education is to become a continuing and im-

portant part of American education. Without them, career education will, I fear, be a bold and flashy experiment with a very brief life span. While each of these changes appears to be on the horizon for American education, no large segment of American education has yet championed them to the degree required for their widespread adoption. Those who champion them will pay a heavy price in terms of immediate criticism and in terms of dissipation of energies devoted to any single part of American education (such as vocational education). The rewards to be gained are those of assuming a leadership role in American educational policy making—including a leadership role for career education. Should the AVA attempt to provide such a role? To keep silent on issues such as these in AVA policy statements on career education would avoid many current problems for AVA and for the vocational education movement. It would also leave the leadership role to other parts of the educational community. It seems to me to represent an issue that AVA must at least consider.

ISSUE II: The Importance of Separate Identity in an Integrated Structure

There seems little doubt that vocational education will be viewed as only a part of career education. Similarly, there is little doubt that career education legislation will be introduced in the Congress. Such legislation will provide authorization for expenditures of funds for a variety of purposes including elementary school curricular materials, work experience opportunities for all classroom teachers, subsidies to business and industry for their participation in career education, funds for comprehensive programs of career development, and funds for vocational education programs in a variety of settings and at a variety of educational levels.

To what extent should the AVA adopt a policy of actively supporting comprehensive career education legislation? To what extent should AVA efforts be limited to supporting the vocational education component of career education? Should AVA efforts be directed towards assuring categorical support for vocational education within a total career education legislative package?

No bona fide attempt to attain integration in any social enterprise succeeds when it attempts to mask individual differences existing among those things and/or persons to be integrated. Rather, true integration is best attained by emphasizing the unique importance of each part of the whole and the social necessity for their association with one another. To what extent should the AVA efforts be

directed towards emphasizing the uniqueness of vocational education as opposed to emphasizing the degree to which and the ways in which vocational education fits in the total package of career education? This is the basic strategy issue involved here. It has no simple answer. Yet, it cannot be ignored in formulation of any AVA policy statement on career education.

ISSUE III: Broadening the Goals and Definition of Vocational Education

Career education is being pictured as important for all students at all levels of American education. If elementary teachers are to emphasize career implications of the substance they seek to help students learn, those teachers must themselves become familiar with the nature of these career implications. It seems likely that vocational educators will be called upon to provide some of this knowledge. If all junior high school students are to engage in vocational exploration activities, it is obvious that vocational educators are going to have to participate actively in these kinds of learning activities for many students who will never be enrolled in formal vocational education programs. If senior high school students in the college preparatory curriculum are to see and understand the career implications of their studies, vocational educators must be ready to help academic teachers acquire the knowledge, experience, and insight necessary for imparting such understandings to students.

Should vocational education be redefined in order to include all activities in which vocational educators engage? Should preparation for job entry continue to be *the* prime goal of vocational education? Can vocational education take place in the elementary school? If it cannot, then what are those activities to be called which are designed to expose elementary students to basic vocational skills?

These represent only a few illustrations of the basic issue involved here. The issue, stated in a slightly different way, boils down to this. If it is granted that career education is pictured as a broad concept of which vocational education is only one part, how big a part does vocational education want to be? If vocational education claims only that part related to preparing specific students for specific occupations or families of occupations, this leaves the responsibilities for very large segments of career education to others who are currently less well qualified than vocational educators. If vocational education tries to assume too much of career education for itself, then career education will be viewed as synonymous with vocational education and no really significant educational progress will have resulted. Where is the

desirable middle ground on this issue? Where should AVA stand? Again, we find a hard and complicated issue that must be faced and resolved. It will not just go away if we ignore it.

ISSUE IV: Making Vocational Education a Viable Opportunity for All

Relatively speaking, vocational education is currently the most advanced of all components in a comprehensive career education program. Yet, in terms of really meeting the needs of all persons of all ages in all communities, vocational education still has a very long way to go.

To recognize the crucial role of vocational education in career education is much more a matter of being realistic than it is of being egotistic at the present time. There is only so much to be gained by helping all students reach the point where they see work as desirable, where they formulate positive concepts of themselves as prospective workers, where they want to work, and where they seek to work. All of this is of little value unless such students are also given the opportunity to acquire specific vocational skills that will allow them to enter and successfully compete in the occupational world. Vocational education is charged with providing such skills. Without vocational education, career education becomes nothing more than a combination of 18th century romanticism and 19th century idealism. It must be more than this to survive.

The current structure of vocational education itself will require great change if the goals of career education are to be met. The days of the three-hour block instruction limited to 11th and 12th graders who have successfully endured 10 years of college prep oriented public school education are over for vocational education. There are hundreds of thousands of junior high school students ready for vocational education right now. Thousands of special education students will become societal liabilities unless vocational education agrees to provide them with appropriate vocational skill training. Many prospective college students find themselves deprived of the opportunity to participate in vocational education for only the one hour or so per day they can devote to such study. Literally hundreds of thousands of high school youth cannot participate in cooperative work study programs and still pursue their other educational interests.

Relatively few students at any educational level have access to truly comprehensive programs of vocational education. Far too many vocational education curricula, at both the secondary and community college level, are based on

local labor market needs rather than a comprehensive view of occupational training needs. No state in the United States has failed to create at least one state university supported by state funds and open to students from all corners of the state. Yet, an analogous pattern of state-supported residential vocational schools operating at the post high school level does not exist as a nationwide pattern.

Private vocational schools operating at the post high school level are growing and flourishing due largely to the myopic view taken of the proper charge for publicly supported vocational education. Such private vocational schools currently enroll more than double the number of students enrolled in occupational education programs in our community colleges. Yet, the private school is ridiculed and the community college is praised. No real progress can occur under such conditions.

Career education, it has been said, represents a movement whose time has come. If this be true, then it is even more true that vocational education represents a part of career education that deserves and demands great expansion and even greater change in the years just ahead. If this does not occur, then career education's time will be short indeed—it will have gone before most people realize that it came.

How can AVA support the total concept of career education and still give proper emphasis to the current and great need for strengthening and improving vocational education? Can AVA afford to let change in vocational education wait until the development of other components of career education have caught up with the current state of vocational education? Is this where the AVA emphasis should be placed? Should AVA concentrate primarily on the great changes needed in vocational education and leave the rest of career education to those in other fields? Again, this is an issue of balance of effort. Where are the priorities?

ISSUE V: Protecting Individual Freedom of Choice

Those promoting the concept of career education have repeatedly emphasized the ways in which and the extent to which career education increases the number of educational options available to the individual student. Yet, vocational educators, perhaps more than any other members of the educational community, are painfully aware of the fact that to make more choices available to students in no way guarantees that better decisions will be made. To *choose* implies that alternatives will be pictured as differing in kind rather than in terms of innate or general quality. To have alternatives represent choices demands that the question of the "best possible choice" be a highly individualistic matter with

the "best" choice for one student being the "worst" choice for another.

Furthermore, vocational educators are fully aware of the fact that choices are not made simply on the basis of information. If that were all that is involved, computers could make choices that are much better than those that people could make for themselves. And we know this is not true.

The total concept of career education involving as it does an almost "cradle-to-the-grave" or "womb-to-the-tomb" emphasis inevitably raises the Orwellian spécter of manpower manipulation, of fitting people into slots, and of placing the societal good above the individual good. Those who would participate in expanding the variety of choices available to the individual must also accept responsibility for helping individuals choose wisely from among all such opportunities made available to them.

AVA cannot, it seems to me, avoid this responsibility in its policy position on career education. Such a policy position must include strong statements of support for guidance and counseling. So-called "career guidance" is, of course, only a part of a total guidance program. Many, because of their disillusionment with current guidance practices, are promoting a dual guidance system concept. The AVA Board of Directors has already adopted a policy statement supporting a unified guidance program rather than a separate system of career guidance. There is no doubt that current guidance programs are, by and large, not yet ready to assume the responsibilties career education will demand. What should be the AVA position on this matter? Should AVA support a separate system of career guidance? Should AVA continue its support of a unified guidance program? Again, there are no simple answers to this question. Yet, this question must and will shortly be resolved in American education. AVA can ill afford to stand mute on the basic issues involved here.

Concluding Statement

Through being identified as a part of career education, vocational education has suddenly acquired a number of new bedfellows, most of whom are practically complete strangers. In such a situation, it might be said that aggression is the better part of valor. In my opinion, AVA should, in the interest of all American education, adopt a positive and an aggressive policy statement on career education. I hope that some of the issues raised here will be considered and resolved in that statement.

Carl Lamar

(1) A Clear Understanding of the National Situation and the Status of the Educational Establishment. This gave rise to an overwhelming concern by the general public, lawmakers, and clients of education as to the relevance of education, and the accountability of those responsible for it, and their support of the notion of career education as a means to right the wrong.

(2) A Generally Agreed Upon Philosophy of the Total Education Process. Those responsible for its development need to be in agreement about what should take place from the beginning of early childhood education to the end of adult and continuing education. This understanding should make clear the relation of career education to one's total education; and how special or specific occupational preparation fits into the total pattern of career education. What is education all about?

(3) Can the Stated Aims of Public Education in this Country Be Attained? Each set of educational aims formulated during the past century has included preparation for occupational proficiency as one of its major aims. But what constitutes preparation for occupational proficiency? There is no major agreement on this point. Some would hold that the development of basic educational skills and work habits would constitute preparation for occupational proficiency. Others hold that preparation includes skill, knowledge, habit, and attitude development leading to saleable competencies in the labor market.

(4) An Understanding of Education as a Development Process. A clear understanding of education as a growth or developmental process for each individual requires curriculum reorientation and redirection, based on individual behavioral or performance objectives and career-oriented goals, as a major thrust of the total educational effort.

(5) A Philosophical Base of Career Education. The philosophical base is not clearly delineated. Can career education be installed in a school system that espouses essentialism? Can career education endure without a strong and well articulated philosophical base? Or, will federal and state funds provide for, outside the base, activities that give

meaning, direction, and permanency to career education, and will the activities be likely to disappear as soon as outside funding is discontinued?

(6) Discrete Entities Versus Continuums. There is a tendency, in the interest of taxonomies, to group occupations and people into categories, and treat the categories as discrete elements. To a very large extent, these discrete entities are reflected in the discrete levels of education for employment. Persons are prepared for professional work roles at the collegiate and professional level, for managerial and technical roles at the postsecondary level, and for craft and supporting work roles at the secondary school level. The latter two levels are considered the province of traditional vocational and technical education. Why not recognize that the occupational structure is on a continuum by any classification scheme that can be devised, that individual attributes are on a continuum, and that preparation for work is on a continuum? According to this logic, any person engaged in preparing persons for employment at any level is a vocational educator or an educator in career education.

(7) Equality of Educational Opportunity. The career education movement has as one of its aims equality of educational opportunity for career preparation and development. What does equality of educational opportunity mean? Equal length of training? Equal resource investment in each individual? Equal opportunity to develop the individual to the limit of his or her potential?

(8) A Uniformly Accepted Definition of Career Education. What does it mean? Is career education synonymous with education? Is it a substitute for general education? A substitute for vocational education? Is the directional force of career education related to social, economic, or psychological values, or maybe something else? Is it tied to individual decision making? What is its relation to providing skilled manpower for the national labor market? What are the true distinctions between career, vocational, and occupational education?

(9) Curriculum Based on Behavioral or Performance Objectives and Career-Oriented Goals. An understanding of how the curriculum based on behavioral or performance objectives and career-oriented goals can provide for the renewal or remedial needs of people in terms of reentry into a single comprehensive educational system.

(10) Should Career Education Be Clearly Differentiated Within the Total Educational Structure? Career education has been implied as a locked-step program. From K-6, students will become aware of themselves, their environment,

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and the importance of work; in grades 7-8 they will be introduced to the economic system and its importance to human welfare and will be given an opportunity to begin to explore it; in grades 9-10 they will be oriented to the structure of the economic system in terms of occupational families or clusters and given the opportunity to explore those of particular interest which should lead to occupational preferences or career choices; and, in grades 11-12 they will be prepared for occupational employment at high school graduation or for continuing career preparation at the post-secondary school level, including the possibility for higher education. Is this lock-step concept ignoring all we know about human growth and development and individual differences? Does it ignore contemporary developments in the non-graded approach to education? Are we just creating a new set of subjects for curriculum development? Career education may be thought of as centering on three processes: (a) gathering and processing information, (b) making decisions about careers and about enrolling in programs designed to prepare people for careers, and (c) acting on these decisions. Information processing refers to synthesizing and analyzing information about society and societal values which relate to attitudes regarding self, and the occupational structure. Acting refers both to the proclivity to act and the wherewithal to act. That is, the individual, having made a decision to pursue training or retraining in the career development process, must have access to appropriate vocational training. This educational process should be seen as a continuum that is pervasive throughout life. Locked-step programs, such as awareness, orientation, exploration, and preparation, while convenient for curriculum planning do not necessarily lend themselves to the continuous career education process if they ignore the fundamental principles of human growth and development. They must be related to needs of each individual and the fact that people are different.

(11) Understand Appropriate Developmental Stages. An understanding of the appropriate developmental stages or levels of individual growth or development that should dictate proper curriculum development, preservice and inservice training of personnel and other related activities and how they should be articulated.

(12) Involvement. Since the career education concept touches all levels of education and all levels of government, how can people in responsible positions, who stand to enhance or retard progress in this area, be appropriately involved?

(13) Commitment. The final determination of success or failure will depend on commitment of the people in responsible positions of leadership. How can we get them coordinated and committed to this undertaking? How can we get them re-educated so that they will be able to exhibit the appropriate understanding and possess the essential competencies?

(14) Financial Support. This is presumed to be an effort to reorient and redirect the total educational structure. It will require financial support from all participating units. How can this be arranged?

(15) Curriculum Development. It is assumed there will be general agreement that the basis for curriculum development will be behavioral or performance objectives in terms of career-oriented goals. Behavioral or performance objectives of each individual at each level of growth will need to be clearly determined. How should we get organized to get this essential need met? Some work has been done on curriculum development by some states. Their efforts need to be coordinated and their accomplishments should be widely disseminated.

(16) Education Professional Development. If programs of career education can be expected to succeed, there must be a massive effort related to preservice and inservice training of the people who will be employed to develop and implement these programs. How are we going to be able to develop relevant and effective preservice and inservice training programs?

(17) Definition of Roles and Responsibilities. If the objective is to bring the entire thrust of the curriculum into one major focus—that of career education—then those in responsible positions need to have their role, responsibility, and working relationship clearly defined. Who is going to get this done? This is a necessity at the federal, state, and local levels of operation.

(18) Information Exchange. There has been a lot of interest and activity generated throughout the country. Likewise, there has been a great deal of financial resources allocated to career education projects. If all of this commitment is to lead to desirable results—perhaps a sound career education model—then the people struggling with the problems relating to this development would benefit greatly by being informed about what is going on throughout the country. They should know what is working and what is not working. How can this exchange of information be accomplished? It is a very important aspect of the total endeavor.

(19) Experience-based Curriculum. Basically, career education based on performance objectives and career-oriented goals is an experience-based concept. How can we be assured that an action or experience program will be developed rather than just something talked about in a social studies or English class?

(20) Relevance of the Curriculum. The concept of career education relates to a basic concern of people regarding the relevance of the curriculum in meeting the fundamental educational needs of people. The hope is that we will have a sound and effective educational program for all people. How can we be assured that the special or specific vocational preparation component won't become watered down and become less effective than the programs we now have in operation? Through actual involvement, educators must be re-educated in order to preserve that which is "good."

(21) Unified Organic Career Education Curriculum. How can we see to the evolvement and implementation of a truly unified organic career education curriculum—based on behavioral or performance objectives and career-oriented goals —which will pull all elements into one unit whereby the subject areas are taught so as to reinforce each other in their impact on the development of individual behavior, rather than to maintain fragmentation that now exists in too many places? This is the key to the success of the entire venture.

(22) Legislation Needed. How can federal and state legislation that is needed to support this program at all levels be prepared, packaged and enacted? In this undertaking, we must work as partners not as antagonists.

How Can the Issues Be Resolved Through AVA?

(1) AVA can serve as a catalyst in bringing the right groups of people together to deal with this problem. AVA must include people outside of vocational education in this effort.

(2) AVA can take the lead in getting appropriate legislation identified, prepared, submitted, and enacted.

(3) AVA should see that its total membership understands what career education is all about and what the different units and individual members should do about it.

(4) AVA should appoint a committee to work within the framework of AVA in order to keep abreast of evolving issues, concerns, and problems. This committee should keep the appropriate people constantly informed about the situation.

(5) AVA can provide the leadership needed to interpret career education to the Congress.

(6) AVA should be involved in developing guidelines concerning how people can and should work together at different levels in developing career education concepts and implementing career education programs.

Garth Mangum

Not only am I not a vocational educator, but nobody ever accused a professor of economics of being even an educator. Over the last few months as I have listened to the discussion about career education, I have identified a few issues. Those which have been identified already I will pass over quickly. I am trying to put them in order according to their importance as I see it.

First, it seems to me, we are in the process of building a new work ethic. We are all familiar with the Protestant Ethic, our "old" work ethic. This was devised to meet the needs of the industrial revolution and it served exceedingly well. The Protestant Ethic, coming out of the notion of Calvinism, set forth the belief that if you were blessed in material terms, you were God's elect. This ethic emphasized frugality, hard work, discipline, and justified specialization of labor. Now, we are trying to replace the notion of specialization of labor with the idea of job enrichment; many of us are less concerned about material wealth and are thinking more about useful leisure time and volunteer activities. What is going to replace that work ethic, it seems to me, is to be found in this whole notion of career education. Vocational educators have never had to face that question before because you have always dealt primarily with the preparation for particular occupations. So, when you begin to encompass the whole, then a work ethic becomes a critical part of the problem. At present, our society emphasizes occupations which are in the service and information processing category. In the industrial society we have integrated most service occupations. Most human service activities are of relatively low status, but if those become the major thrust of the economy, we have to build some kind of service ethic. We have to have a work ethic which encompasses volunteer work and leisure time activities. What that is going to be I don't know but I am sure it is going to be a part of this whole process.

The second most important issue, it seems to me, is the issue of what is career education. So much has been said today that I certainly couldn't add very much. However, I think we might add just a couple of points.

One is that most of the literature that has come out of

the Office of Education so far seems to emphasize two aspects of the whole process of career preparation. One is career development, which is no different from exposing the youngster to all the available options, and the other, the actual preparation for a job, uses all the courses, all the classwork in ways which show him the relevance of any of these particular skills and knowledge to the whole world of work. Certainly these are exceedingly important but it may very well be that there are other aspects which really determine career success. It may be that human relations skills, or attitudes, or mental and physical health are the most important aspects. Whatever it is, it seems to me we have to examine everything about a successful career and then see what we can do to provide the discovered components. Also, it seems to me that we are assuming that those things which contribute to a career success can be supplied through the schools. Most of my work during the last 10 years has been involved with the Manpower Program, remedial efforts to take care of the problems of people who are already in the labor market and are in trouble. We have been having a debate for the whole 10 years: What is the basic obstacle that keeps certain people from success in the world of work, in the labor market? Is it something inherent in them as individuals that we might change by changing them, or is it something inherent in the institutions and the labor market? So we put together a program that gave people a basic education and skills because we wanted to change their basic employability. We've also made other efforts that were designed to change the labor market and change the attitudes of the employers, whatever they might be. It seems to me that most of career education does assume that most of the shortcomings are inherent in the individual and that we can change that individual in the educational process. However, it may be that if we change the school we take care of the individual. But there will still be all those institutionalized obstacles in the world outside that will keep the very best prepared people from really being successful.

Number three, the question of who is going to be in charge. This has been approached in a number of different ways. If no one is in charge of the full career education effort then of course it's not going anywhere; but once we've decided who's going to be in charge, it's going to be painful for those who are not in charge. It seems to me that in order to make this notion of career education successful throughout the country the AVA is going to have to win a battle but at a fairly high cost—because you're the people who have been emphasizing for a long long time the values

of hands-on learning, not only because of specific job skills but for the motivational impact it would have on the non-academically oriented. So you've been emphasizing this for a long time but at the point you become successful in putting this over then that traditional separatism which has been so important to you in protecting vocational education against the generally negative attitudes of the academically-oriented educators is threatened. It becomes necessary for you to team up your efforts and give up that separative system between vocational and academic education. The traditional separatism between the home and the school and the work, after all, has been fairly comfortable because it was easier to deal with what you could do in the classroom without having to get into the home and into the work on both sides of it. Even the co-op activity which to some degree merged the world of business and the world of the school was kept carefully separate from the rest of the curriculum. There is going to be a lot of discomfort in this process. It is going to be an exceedingly difficult administrative task, to involve this whole business of learning environments outside the schools. After all, the school is probably one of the most limited learning environments that anybody could conceive of but it is certainly a comfortable learning environment. And the same thing is true of the vocational shop. That is someplace you can go and be in control, and you don't have to worry about involving the world outside.

And now you are talking about a merger of the entire community, with a whole series of learning environments. Then you are going to say it's the responsibility of the educator, whoever he is, to coordinate all those learning environments. This will be an exceedingly difficult job. There are all of these aspects related to the question of who is going to be in charge that are going to make life much less comfortable for those involved, but hopefully will make the whole situation much more productive for everyone.

Fourth. Obviously, complete retraining of all teachers of vocational and academic subjects. There certainly isn't going to be much in the way business has been before in education that will lend itself to that rather tremendous job. But present techniques that can still be useful must be identified and techniques for preservice and inservice retraining decided upon. Pretty tough job.

Fifth, and one you should pay close attention to. Accountability is a very important issue here in the sense that we now have a way of measuring. In the last few years, we have been trying to evaluate the result of the manpower programs. Nobody has ever before emphasized that public

programs have to be evaluated. Now I know there has always been evaluation of programs, but from the point of view of an economic evaluation. I say that until just recently we have never had to evaluate many programs. We didn't do it in agriculture; we didn't do it in defense or anywhere else in the public sector until manpower programs came along. For some reason, either because the result or the objectives were measurable or because the clientele was not the most popular, we said you must prove that you are doing something good. So we've sort of followed this evaluative effort. Education has always been evaluated from the input side. Since nobody ever knew how to measure the output then we just looked at the input side. If we're doing things in the accepted way, it must be good. Now you are saying we're going to take on as one, if not the primary, objective of all education something that is measurable. You can measure people's employment and income and if that becomes your objective then we can set up an accountability system. And I would like to emphasize here that AVA is going to have to be the conscience of this whole career education system. You ought to be pushing for the early building of an accountability system so that you can measure what happens and in what way what happens is different from that which has happened in the past.

Six, maintaining a balance between the many many objectives of education. There is no reason that career education should get in the way of citizenship, family life, or any of the other aspects and objectives of education but somebody has to be concerned about the balance among all of these.

And that leads very well into the last point I want to mention—educational finance. There is another inevitable conflict that is going to come about very very soon. In economics we have two great branches we call macroeconomics and microeconomics. If I wanted to give you the secret of teaching economics and put all economics professors out of business, I could say there are really only two principles involved in economics. The one principle of macroeconomics is something summed up simply as "in the long run, we're all dead." The main principle of microeconomics can be summed up in the simple phrase "there ain't no free lunch." When it comes to the crunch and you realize you don't have enough money to go around, where are you going to put it? If you set up a hierarchy of all of the kinds of skills, attitudes, and knowledges that people have to have to be successful in their careers and then you find you haven't got enough money to reach to the bottom of the ladder, what's going to happen if you find that the provision

of the actual job skill is down at the bottom of the ladder and up at the top of it all the attitudes and knowledges and all the rest of it? When it comes right down to the crunch, are you going to be prepared to make the right allocation of the educational dollar?

The final point is not a principle or an issue but it seems to me it is worth noting the great contribution Commissioner Marland is making by this emphasis on career education. I've listened to the discussions going on and I don't hear anything that is very different from what Mel Barlow, Rupert Evans and all these people have been telling me for about the last five years. But the difference is they have never been able to put the dollar on the line. A tremendous contribution is not in ideas but in power—to have somebody who is in power, who has the right kind of attitude, who can put the dollar on the line.

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Program

thursday, december 2

8:00-9:00 a.m.
Registration

9:00-10:30 a.m.
General Session
Chairman: EUGENE BOTTOMS
Introductions
Greetings: T. CARL BROWN
Charge to the Task Force:
LOWELL A. BURKETT
Address: RUPERT EVANS
AVA POSITION—A TIME FOR IMPLEMENTATION
Address: GORDON SWANSON
CONCEPTS IN CAREER EDUCATION

10:45 a.m.-12:15 p.m.
Study Groups
Topic: WHAT IS CAREER EDUCATION?

Group I
Chairman: JOHN B. MOULLETTE
Analyst: LILA C. MURPHY

Group II
Chairman: JOEL MAGISOS
Analyst: WILLIAM LOOMIS

Group III
Chairman: ERNEST KRAMER
Analyst: NORMAN GYSBERS

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Group IV
Chairman: LEROY SWENSON
Analyst: FRED MINER

Group V
Chairman: DUANE NIELSEN
Analyst: SIDNEY C. HIGH, JR.

Group VI
Chairman: JAMES A. HERMAN
Analyst: NORMAN STANGER

1:30-2:45 p.m.
General Session

Chairman: JOEL MAGISOS

Panel: KENNETH HOYT,
CARL LAMAR, GARTH MANGUM

Subject: WHAT ARE THE ISSUES IN CAREER EDUCATION AND HOW SHALL THEY BE RESOLVED THROUGH AVA?

3:00-5:00 p.m.
Study Groups

Topic: A POSITION FOR AVA ON THE ISSUES IN CAREER EDUCATION

Group A
Chairman: ELIZABETH SIMPSON
Analyst: MELVIN BARLOW

Group B
Chairman: WESLEY P. SMITH
Analyst: DONALD MCDOWELL

Group C
Chairman: BYRL SHOEMAKER
Analyst: THEODORE KOSCHLER

Group D
Chairman: M. G. LINSON
Analyst: JOE CLARY

Group E
Chairman: EUGENE BOTTOMS
Analyst: THAINE D. MCCORMICK

Group F
Chairman: ALEENE CROSS
Analyst: WILLIAM MCLAUGHLIN

7:30-9:00 p.m.
General Session
Chairman: CARL LAMAR
Report: JOEL MAGISOS
A Summary of the
Morning Discussion Groups—
What is Career Education?
Panel: EUGENE BOTTOMS,
ALEENE CROSS,
BYRL SHOEMAKER
Subject: DISCUSSION AND SUMMARY OF
AVA POSITION

friday, december 3

9:00 a.m.
Synthesis and Writing of the
Task Force Report
EUGENE BOTTOMS
ALEENE CROSS
JOEL MAGISOS
BYRL SHOEMAKER
MARY P. ALLEN (AVA Staff)
JOSEPH BARKLEY (AVA Staff)

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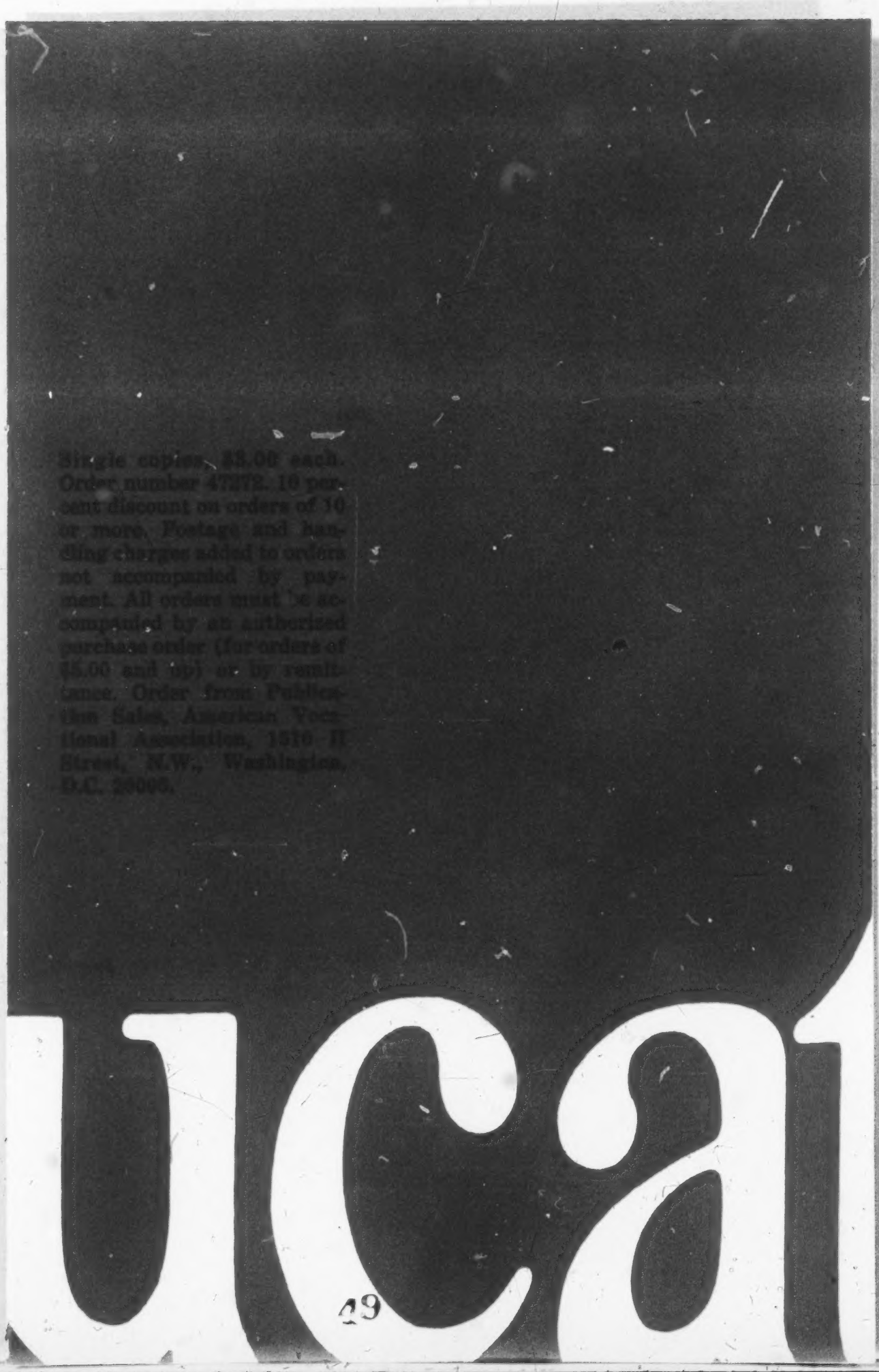
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